

## LIMITED-SOURCES JUSTIFICATION

1. Contracting Activity: Department of Veterans Affairs (VA)  
Office of Acquisition Operations  
Technology Acquisition Center  
23 Christopher Way  
Eatontown, NJ 07724
2. Description of Action: The proposed action is for a firm-fixed price (FFP) task order to continue to acquire Veterans Health Information Systems and Technology Architecture (VistA) Imaging maintenance and sustainment and Tier 3 user support services to VA and Health and Human Services sites for the VistA Imaging Program. This effort is being conducted under the authority of the Multiple Award Schedule Program; the proposed effort will be awarded under the General Services Administration (GSA) Federal Supply Schedule (FSS) GS-35F-4660G to ManTech Advanced Systems International, Inc. (ManTech).
3. Description of the Supplies or Services: The proposed action is to provide VistA Imaging maintenance and sustainment and Tier 3 user support services to VA and Health and Human Services sites currently utilizing VistA as part of their patient record. Maintenance and sustainment support includes software updates for the repair of defects, table maintenance, patient safety issues, Health Product Support orientation, working problem tickets, serving as a representative of support on software development project teams and support to the field during system upgrades. The Contractor shall provide interoperability testing of both Digital Imaging and Communications for Medicine (DICOM) and Health Level 7 (HL7) interfaces to verify commercial devices (i.e., new modalities or PACS) requesting connection to VistA. The Contractor shall also provide phase-out transition and knowledge transfer. In addition, the Contractor shall provide integration services to make VistA Imaging compliant with the VA mandated Two-Factor Authentication (2FA) requirements. The period of performance for the proposed Task Order (TO) will be from September 16, 2016 through April 30, 2017. The total estimated value of the proposed action is [REDACTED].
4. Authority: This acquisition is conducted under the authority of the Multiple-Award Schedule Program. The specific authority providing for a limited source award is Federal Acquisition Regulation (FAR) Part 8.405-6(a)(1)(i)(B), Only one source is capable of providing the supplies or services required at the level of quality required because the supplies or services are unique or highly specialized.
5. Rationale Supporting Use of Authority Cited Above: The proposed source is ManTech, 12015 Lee Jackson Highway, Fairfax, VA, 22033. VistA Imaging is a critical component to the VA vision of the multi-media patient health record; it supports both conventional and tele-health based healthcare delivery. VistA Imaging has been developed by VA and integrates traditional

medical chart information with medical and document images of all kinds, including X-rays, pathology slides, cardiology motion views, wound photos, and pictures acquired during endoscopy, surgery, eye exams, etc., and all types of scanned documents that complete a patient's chart. The computing languages used by Vista Imaging are MUMPS, C++, Delphi, Java, and C #. The application has over 150,000 lines of C++ code, thousands of Delphi procedures, over 1,000 Mumps routines, hundreds of Java classes. The application captures almost 70 million images every month, serves almost 2 million patients per month and provides access to over 3 billion images online. Of the five computing languages previously mentioned, retaining skilled staffing with MUMPS computing language expertise is a staffing challenge as it takes experienced programmers longer to learn Standard MUMPS than other programming systems. Learning to program with Vista takes even longer. ManTech has been working on this effort since 2013 and currently has the needed operational familiarity; specifically, they are readily available, technically competent, and have security-cleared staffing in the programming/computing languages for timely and correct defect remediation and sustainment activities. Based on efforts for similar services, it is anticipated that background investigations, mandatory training and fully reviewing the complexities of Vista Imaging would take another source at least three months to complete before that source could begin to provide Telemedicine and Vista Imaging support.

In addition, VA requires ManTech to address the use of the new Veterans-Focused Integration Process (VIP) and specific International Business Machines (IBM) Rational tools in place of the Office of Information and Technology (OI&T) ProPath Process Methodology. The current transition to VIP mandate requires all application information to be uploaded by October 1, 2016.

Also, it is paramount for ManTech, to be provided sufficient time to be accountable for the Rational information inputs on each supported application and a thorough out-going knowledge transfer. Without a transition of knowledge transfer, there is an increased risk of an interruption or disruption to application service, because historically there are five priority defects per week requiring Tier 3 remediation.

Each month, Vista Imaging:

- Serves more than 1.3 million patients.
- Captures more than 39 million new images.
- Displays 9 - 11 million images for review.
- Displays about 550,000 studies for diagnosis and is used to interpret more than 160,000 studies.

Any other vendor would not be able to onboard its personnel, ramp-up and become knowledgeable enough about the requirements to successfully provide transition support to the successful Offeror of the re-competed effort during the last three months of this bridge contract. Furthermore, additional risk would be incurred as the new Contractor's staff may not fully understand the intent and context of the complex requirements included in this system.

In addition to the above, the PWS requires the Contractor to provide integration services in order for VistA Imaging to become compliant with the VA mandated Two-Factor Authentication (2FA) requirements. With the three month lead time it takes for a new Contractor to learn what is required for this effort, it would be impossible for a new Contractor to make VistA Imaging 2FA compliant by the mandated completion date of April 30, 2017.

Lastly, there are currently five task orders in which ePMO is restructuring into three new actions. This re-compete of this effort is included in these actions. The RFI for the new actions was issued in July 2016 and technical capabilities were received. The Government anticipated a seamless transition from the current effort to the new contract, however, once the technical capabilities were reviewed, it was determined that the PWS requirements needed to be redefined, which is impeding the solicitation of the three future actions. If an award is not made to ManTech Advanced systems, there will be a gap in service which would adversely impact the healthcare Veteran's receive.

6. Efforts to Obtain Competition: Market research was conducted, details of which are in the market research section of this document. This effort did not yield any additional sources that can meet the Government's requirements. There is no competition anticipated for this acquisition. In accordance with FAR 5.301 and 8.405-6(a)(2), this action will be synopsized at award on the Federal Business Opportunities Page (FBO) and the justification will be made publicly available.

7. Actions to Increase Competition: No barriers to future competition are anticipated. A competitive contract vehicle is anticipated to be awarded on November 30, 2016 and future acquisitions will be awarded on a competitive basis.

8. Market Research: The Government's technical experts performed market research in June of 2016 by posting a Request for Information on the General Services Administration (GSA) Federal Supply Schedule (FSS) Schedule 70. On June 30, 2016 responses were received from three interested vendors; Veterans EZ Info, Inc. (VetsEZ), B3 Group, Incorporated (B3 Group), and ManTech. A technical evaluator from OI&T Health Product Support reviewed the three capability statements and determined only ManTech can meet the Government's current need.

B3 Group's and VetsEZ's capability statements reiterated information from the PWS stating "what" the vendors will do, but did not provide a technical approach to meet the requirements of the PWS. The respondents did not exhibit or describe an understanding of the magnitude, complexity, or interdependencies of the Vista Imaging system (CVIX, VIX, HDIG, Clinical Capture, Clinical Display, and VistA Radiology systems). In addition, in reference to PWS Section 5.7 "Phase Out Knowledge Transfer, Quality Assurance and Warranty of Assets and Transition of Assets", the respondents stated each has previously participated in Incoming and Outgoing Transition activities, but neither respondent provided an approach to completing the task. Specifically, the respondents did not provide information of how either would complete a knowledge transfer with Product Support Tier 2 Government team prior to the release of the first build. In addition, the respondents did not provide an approach of how either would successfully complete knowledge transfer with the Product Support Tier 3 Government or Contractor team to be able to complete application sustainment services required within the contract.

Lastly, both respondents proposed approaches to onboarding which were based on hiring from the incumbent. Specifically, B3 Group's proposed onboarding solution entailed capturing key staff from the incumbent Contractor and augmenting the key staff with its own staff, particularly those with existing VA background investigations and system access. VetEZ's proposed onboarding solution entailed transitioning key VistA Imaging project staff from the incumbent vendor and supplements the incumbent staff with senior staff members with experience with VistA Imaging system architecture and software. Both of these proposed approaches demonstrate that these respondents do not have the necessary knowledge or expertise to perform the work with in-house staff members. On August 10, 2016 the Government provided letters to B3 Group and VetsEZ providing the above evaluations and that it is the Government's intent to proceed with a sole source award to ManTech.

Based on the above, there is competition for future efforts; however, only ManTech can meet the Government's current need. Only ManTech possesses the technical expertise and experience with VistA Imaging to provide the support needed for the program to successfully succeed.

9. Other Facts: None.